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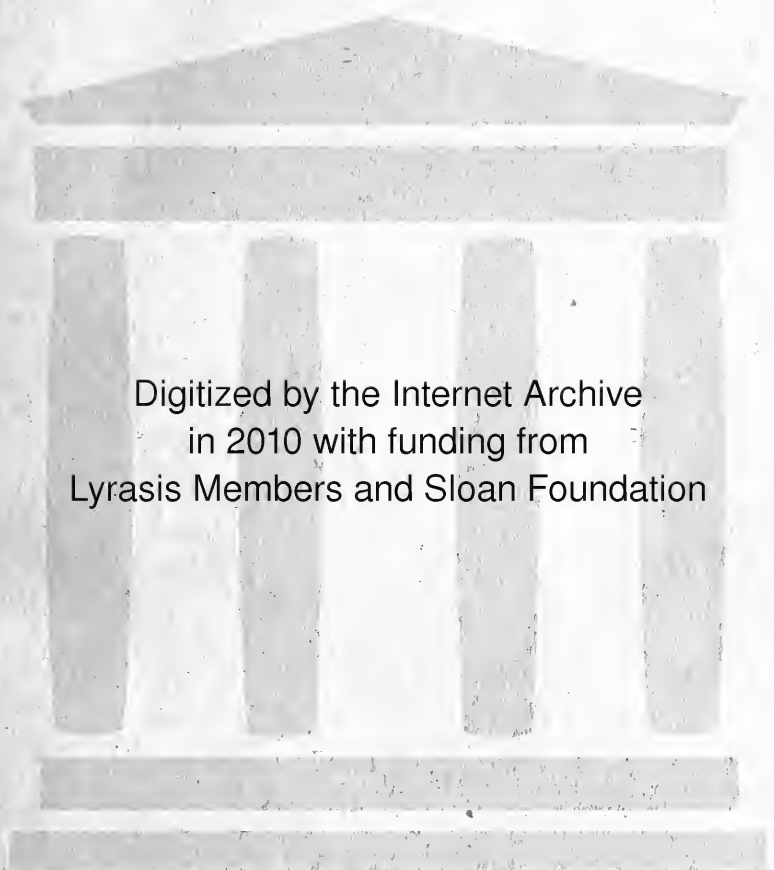


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December 1, 1949

Connecticut Commission  
on  
State Government Organization

FINAL REPORT  
RESEARCH AND STATISTICS  
(Survey Unit No. 16)

AUG 30 1951

Fred Bird,  
Project Director  
  
L.T. Spencer,  
Project Associate

Commissioner Loomis, Chairman

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THE  
OFFICE OF THE  
ATTORNEY GENERAL  
STATE OF NEW YORK  
ALBANY  
JANUARY 10, 1907  
TO THE  
COMMISSIONER OF THE  
LAND OFFICE  
ALBANY  
SIR:  
I have the honor to acknowledge the receipt of your letter of the 7th inst. in relation to the above matter.  
Very respectfully,  
J. B. CROSSLAND  
Attorney General

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## II. INTRODUCTION

This report deals with the research and statistical activities of the administrative agencies of the State government. It undertakes to survey the scope and character of such activities, to appraise their adequacy as tools of administration and as aids to the formulation of public policy, and to suggest means of improving their utility for these and related purposes.

### 1. Value and Purpose of Research and Statistics

a. No modern business, public or private, can function effectively without the aid of accurate, current statistical information covering the entire field of its interests and responsibilities. Any state government which seeks to provide efficient public service needs to be equipped with research and statistical facilities that gather, organize and disseminate basic operational, fiscal, economic and social data that are sufficiently comprehensive and flexible to serve a wide variety of public purposes.

Such data, in the first instance, are needed by the several administrative and regulatory agencies for the purpose of reviewing past performance, directing day-to-day operations, making and executing budgets, and working out long range plans. It is equally important, however, that they be readily available to the executive branch of the government as an aid to supervision and planning, and to both the executive and legislative branches as a basis for formulating intelligent policies. The making of the state's current and capital budgets and any efforts toward expenditure control cannot help but be somewhat aimless and perfunctory without an adequate background of statistical information.

The need for statistical data for administrative and policy making purposes, moreover, is not restricted to the state government. City and town administrators, not in a position to develop comparative statistics on an extensive basis, must look to the state agencies for statistical services which will help them evaluate their operations and problems. There is also an insufficiently explored field for inter-state and state-federal cooperation in the development of uniform statistical standards that could be of great value for comparative purposes.

b. Statistical data, however, must be sufficiently flexible to serve other than purely administrative and policy forming purposes. Since the state is a public agency, operating under democratic auspices, it is under the necessity of providing to the public accurate, timely, intelligible information on all phases of state operations, as an aid to the creation of an enlightened public opinion. Additionally, the state can contribute materially to the economic and social advancement of its people by developing, as an aid to business, industrial, professional and labor groups in making decisions and forwarding their economic interests, the full by-product value of statistics compiled primarily for administrative purposes.

For statistics to have this multipurpose utility, it is obvious that they must be organized, and sometimes analyzed, with an appreciation of their potential value.

This is particularly true when statistical work is directed primarily to the operational needs of the compiling agency. Such data frequently have great byproduct value, even in seemingly unrelated fields of economic and social interest; but the utilization of this value is dependent on the care with which potential consumers are identified and their requirements served. It hardly need be emphasize, in this connection, that ready availability, through judicious, well edited timely publication, is a necessary feature of good statistical service.

c. While statistics have come to be recognized as an indispensable tool of efficient administration, they are, like any other finely adjusted tool, of negligible utility in the hands of unskilled persons who do not know how to use them. Availability of well-organized statistical data and coordination of statistical services undoubtedly have some educational influence on administrators with limited professional qualifications, but development of the full potentialities for such facilities is dependent on the creation of a well-integrated administrative organization in which the key officials appreciate their value.

## 2. Background Factors in Governmental Statistics

a. The statistical function has been receiving increasing attention from state administrations in recent years, particularly in those states which have sought to unify administrative responsibility, develop scientific budgeting, and make more extensive use of professionally trained administrators. While no other state, so far as can be ascertained, has undertaken a comprehensive survey of its research and statistical activities with a view to their standardization and coordination, various state reorganization studies have referred to the need for central research and coordination staffs; a few states, such as Maryland and New York, have compiled compendiums of state research and statistical agencies, activities and reports; and individual administrative agencies in a number of the states have developed a high quality of statistical compilation, analysis and reporting.

For any comprehensive survey of governmental statistical activities it is necessary to turn to work done at the Federal level, where statistical agencies have long been sufficiently numerous and important to make standards and coordination of effort matters of concern to many persons both inside and outside the government. The task force report on "The Statistical Agencies of the Federal Government", prepared for the Commission on Organization of the Executive Branch of the Government in 1948, is the most recent of such surveys. The survey was undertaken by the National Bureau of Economic Research, Inc., under the direction of Frederick C. Mills of Columbia University and Clarence D. Long of Johns Hopkins University. The survey concerned itself, to quote from the report: "with the statistical activities that serve the operating needs of administrative and regulatory agencies of government and that supply Congress, the Executive Branch, and the Public with information on economic and social conditions and

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Processes". In studying them attention was given "to the effectiveness of the existing organization of statistical reports and analysis, the cost of administration, and the degree to which the needs of the nation are met, within limits appropriate to government activity."

The survey points out, among other things, that attempts to coordinate statistics in the Federal government go back at least to 1908, appraises the development of coordination including the activities of the present Bureau of Statistical Standards, Bureau of the Budget, created in 1939, and makes recommendations for improving the adequacy, economical operation and coordination of statistical activities, including the setting up in the Executive Office of the President of an Office of Statistical Standards and Services which would discharge the present duties of the Bureau of Statistical Standards but would be given greater scope for improving and coordinating statistical services.

c. Systematic general appraisal of State statistical activities in Connecticut appears to have been limited to the work of a voluntary Committee on Public Statistics of the Connecticut Branch of the American Statistical Association, which published a 20-page mimeographed report in January, 1940. This committee, lacking revenues and official authority, limited its activity to study of the published reports of 25 "principal and typical state departments and institutions". The Committee concluded that "economies can be effected by eliminating useless data", and that the "value of existing statistics could be increased at little or no cost through coordination and through the adoption of standard definitions and classification" and that there was "a need for filling in gaps in the published data -- gaps which must seriously hinder the scientific functioning of state government". They expressed their belief that the State "could reduce expense and increase the value of its data by coordinating statistical work and by making a thorough study of the entire problem of collecting, treating and publishing official State figures."

### 3. Sources and Types of State Statistics

a. Most state governments, unlike the Federal government with its Bureau of the Census and other, similar divisions, have only a very minor development of agencies which have as a primary function the gathering and publishing of statistics. The research and statistical activities of state governments are mainly those carried on by the various administrative and regulatory agencies in connection with the performance of their respective functions. The product of such activities, however, may have great extra-agency administrative and informational value. In a general sense, all of Connecticut's 109 administrative departments and agencies produce statistics that have, or could be made to have, utility outside of the particular department or agency; although such utility is very limited in the instance of the many small agencies dealing only with uncoordinated segments of broad administrative functions.

b. State agencies which are actual or potential sources of statistics may be classified generally, as follows:

(1) Agencies whose sole, or primary, function is the collection and compilation, with or without analysis, of statistics and their dissemination for various public and private purposes. Examples of this class, few in number, are the Marketing Division of the Department of Farms and Markets and the Bureau of Vital Statistics of the Department of Health.

(2) Agencies that depend largely on the collection, compilation and analysis of statistical data originating outside the agency as the basis for carrying on their administrative and regulatory functions. Such agencies are numerous and important in the State government, including many of the regulatory and protectional divisions. While their statistical work is directed primarily to the operational needs of the respective agencies, it can be given great byproduct value as a source of information for other administrative agencies, the Executive and Legislative branches and the general public.

(3) Agencies that analyze statistics collected mostly by other agencies, for purposes of general administrative supervision, budget making, information of the public, encouragement of business enterprise, etc. The State has limited equipment in this respect. Examples are the Research Division of the Tax Department and the Connecticut Development Commission.

(4) Agencies that are not concerned primarily with statistics, but nevertheless must engage in the regular and systematic compilation and analysis of their own operational data for administrative purposes. Such data, when properly organized and made readily available, have unquestioned value for the guidance of general administration, and policy making and enlightenment of the public. The departments of Highways and Welfare may be mentioned as examples.

These four classifications relate to the production and analysis of statistical data, mainly on a recurrent and periodic basis. The State's research and statistical activities also include the scientific research carried on by such agencies as the Agricultural Experiment Stations and the Geological Survey, special surveys made from time to time in various fields of administration and the occasional statistical studies of more limited scope which, in the aggregate, may have considerable administrative significance.

#### 4. Scope and Objectives of Survey

a. This survey has undertaken, within the limitations imposed by time and staff, to make a general review of the research and statistical function in the entire range of the State's administration. It has not attempted technical analyses of statistical results or concepts, but has sought to appraise on an over-all basis the present statistical and research activities on the State as to coverage, personnel and facilities, coordination within agencies and

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between agencies of related interests, and the adequacy of such activities and coordination for the purpose of planning and decision in the conduct of the State government. The emphasis of the survey has been as much upon what does not exist as upon what does exist.

b. The plan of operations has been, briefly, as follows:

It was determined, from a review of official reports, that some fifty agencies produce or collect statistical data or engage in research, and that of these, over twenty have major research or statistical interest. A somewhat detailed investigation of the statistical function in these twenty-odd agencies has been made by personal interview, based on a uniform outline of inquiry. The remaining agencies were canvassed by a much shorter questionnaire, partly to determine the need for additional study, but chiefly to obtain a basic minimum of information.

In recognition of the fact that the statistical function cuts through the entire range of the State's administration, and that the statistical work of many agencies is incidental to the administration of the agencies themselves, and thus primarily the concern of the survey units covering such agencies, we have sought the advice and consultation of all Project Directors. This has been done by acquainting them with the program, securing clearance for the program as it relates to their respective projects, requesting memoranda on specific phases of statistical activity that have come under their observation, and obtaining personal interviews.

c. The form of the report is dictated by the impracticability of reviewing separately the detailed findings respecting each of the more than fifty agencies investigated. The presentation is therefore one of topical discussion and generalization, with summaries of the statistical activities of the agencies by functional groups and with details confined largely to summary appendices. It may be suggested, however, that the detailed appendices are a byproduct of the survey which should have value not only in the formulation of policy respecting the future administration of the statistical function, but for reference purposes by State Officials and the general public. They provide a comprehensive inventory of State statistical activities and reports -- hitherto unavailable in accessible form.

### III. FINDINGS

#### 1. GENERAL FINDINGS

##### a. Personnel and Equipment

(1) Excluding from consideration purely financial accounting and personnel control activities, the various agencies studied report a total of 116 individuals who engage in research and statistical activities full time and a total of 500 individuals who devote part of their time to such work. These full-time and part-time activities are estimated to require a total of 501,431 manhours per year at an annual salary cost of \$945,289. Excluding such purely scientific research agencies as the Connecticut Agricultural Experiment Station, Storrs Agricultural Experiment Station, and the Geological and Natural History Survey, total manhours amount to 312,826 and total compensation to \$549,722. This compares with total personnel service expenditures of the State for the 1948 fiscal year of \$34,410,156, exclusive of legislative, judicial and legal accounts.

(2) Rather generally, supervisory and executive personnel directing research and statistical activities do not find it possible to devote full-time to such duties. Many have other duties of quite unrelated character. For example, the Director of Statistical Section of the State Board of Education is Director of the Bureau of Federal-State-Local Relations and is concerned with legal and administrative advice to local school officials, liaison with Educational Organizations, Transportation and Pupil Accounting. The Research Director of the Tax Department spends a majority of his time in interpreting and reconciling tax statutes and current amendments and in answering inquiries of other States as to the operation of Connecticut tax laws.

(3) Job classifications for statistical and research personnel have not been systematically established by the Department of Finance and Control. Adequate recognition of the technical and special skills required has been attempted only with respect to certain positions. In many cases, personnel have been assigned to statistical duties by administrative necessity with but slight consideration of prior training or temperamental fitness for such work.

(4) Agency equipment for statistical work is of varying degrees of adequacy. The use of tabulating equipment is fairly widespread, although typically introduced to accomplish necessary office routine and with only limited exploitation of coded information for statistical purposes. Tabulating installations of various types include those of the Comptroller, Education, Finance and Control, Health, Highway, Insurance, Labor, Motor Vehicles, Tax and Tuberculosis departments and installations are under consideration by other agencies. Much idle machine time or temporary exchange of available files of punches cards for statistical use of other departments is very limited. This is in part due to unavailability of operating personnel for such cooperative projects and in part due to the lack of any organizational provision for coordinating the use of tabulating equipment and procedures inter-departmentally.

b. Statutory Factors

(1) Controlling statutes of certain agencies provide specifically for the collection and public dissemination of statistical information. Such agencies include the Secretary of State, the Comptroller, the Treasurer and the Departments of Finance and Control, Health, Labor, Farms and Markets and Tax. In some cases the statutes are mandatory, in others, permissive.

(2) The General Statutes do not adequately recognize and provide for the statistical and research function of the Executive Branch and for the reporting and availability of statistical data. Even where statutes specifically provide for the collection of statistical information, as in the case of the Department of Labor and Factory Inspection, the statutes are generally silent as to provisions for the dissemination of such material.

The statutes governing the operations of the various executive agencies are conspicuously lacking in any provisions for the collection and dissemination of information by the agencies for purposes other than those immediately connected with the individual agency's particular functions. The statutes do not recognize that in addition to their primary functions many agencies may be the most appropriate instruments for the collecting of data of great value to other agencies and to the general public and may actually collect such information incident to the exercise of their special functions. It is therefore not surprising that in general, the agencies ignore, and in some cases repudiate, any responsibility for this cooperative service.

(3) Sections 306 and 307 of the 1949 Revision of the General Statutes provide for an annual report to the Governor by each of the budgeted agencies and for the editing and publication of all such administrative annual reports in summary form in a single volume, under the supervision of the Commissioner of Finance and Control. Other statutes provide that the Department of Finance and Control shall designate the reports which shall be printed as Public Documents and charged to a general budgetary appropriation for that purpose. The statutes have been interpreted to give the Department of Finance and Control broad powers to control the scope and means of publication of all government reports.

c. Effect of Present Form of State Organization

(1) Statistical and research activities of the State are directly affected by the form and character of State Government organization. The historical evolution of the present organization has typically been based upon provision for specific function rather than general function. This has resulted in the creation of a multiplicity of Boards, Commissions and Departments. Even where Departments are designated by titles descriptive of general function, such as the Department of Health, other commissions, institutions, joint committees and the like have been set up, or have been continued, as autonomous

agencies although all related to a common general function. Unless there is an identification of agency with general function, or some means of coordination can be evolved, the statistics produced lack utility for purposes of measurement and comparison.

(2) The State's disintegrated form of administration, with its lack of provision for systematic organization and the concentration of effective supervision and control in the hands of a chief executive, while it does not necessarily hamper the production, analysis and dissemination of statistics by any well-integrated agency, is nevertheless a handicap to the full effectiveness of the statistical function. There is little incentive to develop statistics for extra-agency administrative purposes and there is an adequate basis for the development of a comprehensive system of statistical information, such as is needed by the Executive and Legislative Branches and such agencies as the Budget Division and Development Commission. The types and forms of statistical generalization developed by the field agencies will follow, but only to a limited extent will spontaneously anticipate, the scope and nature of the demands for information by central agencies or officers.

#### d. Present Organization of the Research-Statistics Function

(1) Statistical and research activities of the various agencies of the state are as a whole, poorly organized. Within individual agencies a wide variety of forms of organization exists. In many agencies, such as the Comptroller, the Insurance Department and many of the hospitals and correctional institutions statistical data are produced or accumulated only as an incidental activity of one or more operating divisions or bureaus. In other agencies, such as the Highway Department, the Milk Administrator, the Motor Vehicles Department and the Connecticut Development Commission, recognized sections or bureaus centralize statistical and research activities, providing full coordination of the function within the agency. Even where such recognized sections exist, however, this centralization may extend, as in the Department of Health, Department of Welfare and the Tax Department, only to a portion of the agency's statistical activities, and coordination with other divisions of the agency is informal, haphazard or intermittent.

(2) Between agencies of related function even less coordination and organization exists. Agencies like the Tuberculosis Commission, the Joint Committee on Mental Hospitals and the Public Welfare Council have been set up to provide this coordinating function, both administratively and statistically. Such coordinating agencies are few and accomplish their purpose, at least statistically, with varying degrees of success. In several areas, such as the correctional institutions such coordinating agencies simply do not exist.

(3) Between agencies of diverse function but with certain common statistical interests the need for inter-agency coordination of the statistical function also exists. Informal communication lines



have been established to serve this need. In many cases, such informal lines are much better organized and are more effective than similar lines between agencies of interrelated function or between divisional bureaus within certain agencies. Working coordination is also present between State agencies and various agencies of the Federal, Municipal and other State governments. Nowhere in the State Government, however, is there an organizational device to promote and extend this informal coordination and to assure efficient division of labor and cooperative effort. Coordination of the statistical activities and interests of the operating agencies with the statistical needs and interests of top executive and Legislative officers is almost entirely unprovided for.

(4) There has therefore arisen a most inefficient make-shift device, designed to obtain the development and vertical flow of intradepartmental and interdepartmental information. This device is known as "research" or "special studies". When a problem or other need for factual information has become sufficiently pressing at the top executive level of an agency, or in the Governor's office or Legislature, in the absence of adequate, organizational provision for the collection, analysis and flow of such information, a special "research project or "study" is instituted.

The purpose of this project is to search out and generalize data existing within the operating agencies, or, as is often necessary, to collect basic data from original sources. This is an expensive, time-consuming and often inconclusive means of filling the organizational gap between the basic data and the policymaking level of administrative decision. With the proper intra-agency and extra-agency organization of the statistical function, not only could such temporary, emergency studies be more efficiently accomplished, but the scope and nature of the information needed by top executive officers in dealing with problems of general nature might be more widely recognized and anticipated. The development, under central guidance, of continuing procedures and representative statistical series, in recognition of such general needs, would greatly reduce the number and necessity of such special emergency studies.

#### e. Adequacy for Intra-Agency Purposes

(1) The various agencies of the state government collect, or develop as a byproduct of their own activities, a vast amount of statistical data. Much of this information comes to the agencies in the form of reports, mandatory statements and answers to questionnaires filed by municipalities and private business for regulatory or social service purposes. The flow of such information from the outside is typically initiated by State agencies, or by Federal agencies working through the State, and follows forms and requirements established by the agencies. The information received should therefore be adequate for agency purposes. In several respects, however, this is not so.

Accuracy and standardization of information secured from such secondary sources are often difficult to control or check. The skill and precision with which questionnaires and other informational returns are phrased and explained has much to do with the reliability of data received. The limited training and statistical judgment frequently encountered among officials in small towns and even in larger cities has its effect upon the validity and comparability of data collected through their efforts.

There are many statistical interests present in every agency whose requirements may be only incompletely filled by forms and questionnaires which are prepared by some particular division of the agency for its own purposes. This often results in parallel questionnaires addressed to the same sources, frequently involving partial duplication and placing an unnecessary burden upon respondents.

Questionnaires and report forms are typically prepared to obtain basic data for a very specific purpose. As soon as more general questions are formulated, or statistics obtained are processed to a higher level of generalization, gaps and qualitative inadequacies become apparent.

(2) A further inadequacy of intra-agency statistical activity is the low level of statistical treatment and generalization to which basic data are subjected. If the purpose of collecting statistics is to provide a factual basis for rational decision and planning or for the recognition of significant problems for attack, this purpose is inadequately served by merely collecting and tabulating basic data.

Problems and policy decisions which should engage the attention of administrative and executive officers are general problems in varying degrees. Although not all general questions and policy problems can be foreseen, many of them are recurring or continuing. The development of at least certain statistical routines to yield representative and general indices of basic statistical information would do much to facilitate and improve administrative decision and to obviate a "special study" whenever a general question arises.

Some agencies, such as the Highway Department, the Highway Safety Commission, the Connecticut Development Commission, the Public Utilities Commission and the Department of Health, recognize this higher purpose and technique of statistical activity and have organized their personnel and their statistical procedures accordingly. Many agencies have not. Not infrequently, this inadequacy comes to light only when one agency requests, and fails to secure readily, if at all, from another agency, statistical information which may reasonably be assumed to be a part of the latter's administrative equipment.

(3) Statistical activities of an agency have not adequately fulfilled their function unless they have provided, as far as possible, a measure of accomplishment of agency objectives. It is not enough to record the number of cases handled or the amount of dollars

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disbursed. Unless some factual measure of the success of agency effort in meeting agency objectives is developed, it is difficult to appraise and defend budgetary requirements or to determine agency policy as to balance of activities and areas of increased effort or future needs.

Cost analysis, trend forecasts, setting of standards of need and of possible achievement, all are problems in which adequate statistics and statistical analysis are a necessary tool. Only a few state agencies have developed adequate statistical tools for this approach to administrative decision.

f. Adequacy for Extra-Agency Purposes

(1) The inadequacy of statistical data for extra-agency purposes that arises because an agency has not properly compiled and processed data for its own use has already been mentioned. There are also extra-agency needs that are not met even when an agency's statistical work is adequate for its own purposes. They may call for data not needed by a given agency, but which such agency is in a logical position to obtain. Each agency, in other words, could serve other agencies of the State by including in the data collected and processed by it, information known to be of value to other agencies.

To perform this inter-agency service, individual agencies are handicapped by lack of knowledge of requirements of other agencies and by lack of budgetary provision for such services. Informal lines of communications have been mentioned as partially controlling the first handicap. If such exchange of service reaches extensive proportions, however, budgetary factors become an important consideration. There is only occasional evidence of any lack of willingness and desire to be of such service among agency personnel. The difficulties are in the inadequate provision of procedures and budgetary allowance for this purpose.

While such inter-agency services are mutual, certain agencies such as the Department of Health and the Tax Department, are in a position to give much more than they receive. Adequate recognition of and provision for this excess service as a proper agency responsibility is necessary on the part of both agency administrators and the Budget Director.

Obstacles to such an interchange of information and to the efficient division of labor and facilities inevitably result in duplication of effort, incomplete analysis and a tendency to confine departmental information and judgments to limits which can be dealt with within the individual agency.

(2) Even less satisfaction of informational needs is provided with respect to over-all problems of the State. When such general questions and problems arise, factual information is grossly

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inadequate and difficult to secure. Not only the extent but the quality of available statistical information is meager. Such general problems are typically only more comprehensive or perhaps long-term statements of general problems appropriate to one or more of the operating agencies. Organized and generalized statistical information should be available within such agencies to assist the general officers of the State, but it frequently is not.

This further emphasizes the qualitative inadequacy of intra-agency effort. To serve this need, statistically trained and administratively minded personnel are necessary, free as far as possible from direct participation in the detailed collection and routine processing of data. Recognition of the value and extra-agency need of analytical and generalized statistics and the acceptance of this service as an agency responsibility is therefore essential with respect to the requirements of the general policy-making officers of the State, as well as with respect to inter-agency requirements.

Inadequacy of statistical information for general State purposes also arises from the limited concepts which some agencies hold as to the scope and purpose of the general functions assigned to them. An example of this limited vision is present in the Department of State Police. Crime statistics are collected monthly by the State Police from 132 towns of the State and these are regularly forwarded to the Federal Bureau of Investigation in Washington, together with a report of other crimes coming within the jurisdiction of the State Police. Statistics from the remaining 37 towns, representing municipalities with organized police departments, are forwarded directly to the F.B.I. by local police departments. The State Police Department does not obtain crime statistics for the entire State and cannot and does not present to the Governor or other interested agencies a comprehensive picture of state crime and law enforcement. Yet the protection of life and property is one of the basic purposes of organized government.

(3) Certain statistical requirements of the Federal government are being adequately met by State agencies. This comes about partly because of the clarity with which such requirements are stated and the well-organized procedures which are prescribed and partly because Federal funds are frequently provided to finance such activities or are granted only upon faithful performance of required procedures and reports. The influence of this well organized type of statistical activity upon the scope and quality of statistics provided for state purposes in the agencies affected is most marked and beneficial. More adequate use for State purposes of the statistical byproducts of such Federal requirements is possible, without significant increase in expense to the State. Examples of such opportunities may be found in the Department of Labor and the Department of Welfare.

There are some fields of mutual statistical interest, however, in which state statistical compilations do not meet the uniform standards necessary for State-Federal cooperation and interstate

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comparison. Statistical personnel of various Federal agencies have indicated their willingness to cooperate with technical advice in any program of expanding State statistical activities which would further the common purposes of Federal and State Agencies.

(4) The byproduct value to private business of statistical information collected and assembled by the State for State purposes can be regarded either as a fortuitous dividend to the business taxpayer or as a proper functional responsibility of the State government. In either case, the existence within State agency files of a voluminous mass of detailed statistics of immense value to private enterprise is a definite fact. It is also true that much of this material lies sterile in the files for want of adequate processing and report. It is not necessary to justify the further processing and prompt report of this material on the basis of its practical value to business. Large problems affecting State policy and responsibilities are dependent for their rational solution and definition upon the utilization of most if not all such basic data. The Connecticut Development Commission, the Welfare Department, the Labor Department and many other agencies would be benefited if the latent information contained in Tax Department files, for example, were developed and made available in useful form. Similarly unexploited or unreported data are available in almost every department. In many cases such data are now, or easily could be, punched in tabulating cards now being utilized for established agency routine. At very little additional expense, such unexploited data could be made to yield generalized statistics of great value to both State and private agencies.

#### g. Availability and Reports

(1) the work of collecting, organizing and analyzing statistics is partially wasted if the results are not made conveniently available, in acceptable form, to potential users. This applies both to published and unpublished statistical information.

(2) With respect to public reporting, five general inefficiencies are to be noted in the State's publication program. First, the method of presentation of statistics often tends to lack clarity and good organization, to follow old routines that are outmoded, to be wasteful of space. The utility of standard statistical devices of presentation is largely ignored. Second, there is some publication of relatively useless material, partly due, apparently to statutory requirements, but more to absence of critical editorial judgment of value from the point of view of potential users. Third, some available, high-priority statistical data are not published at all. Fourth, there are delays in publication which detract from the value of the reports. Fifth, more generally, many administrative reports are cursory, poorly organized, weak on generalization of a factual nature, but long on description of organization and day-to-day activities.

(3) The amount of statistical material, good and bad, presented in annual reports during the past three years has seriously deteriorated. In part, at least, this may be attributed to the development of the Digest of Administrative Reports. The editing of annual reports for the Digest and the decision as to whether complete reports shall be given independent publication lies almost completely within the Department of Finance and Control under powers described above in section b (3). Unless agency reports are approved for publication as Public Documents by the Department of Finance and Control, publication may be effected only at agency expense and then only if the agency has specific statutory authority for independent publication of information and/or budgetary provision for such printing has been approved by the Budget Director of the Department of Finance and Control and such budget has been approved by appropriation by the legislature.

These restrictions and the limitations of space available in the Digest have had the effect of reducing or eliminating much statistical material in published form. There are obvious advantages in the Digest procedure. Many former instances of excessively detailed tabulations of limited general interest can be cited which have been effectively excluded from the State's printing bills. Many other instances can be cited where limitations of space and budget provisions have excluded from publication valuable and sometimes well-organized statistical data of wide general interest. This has had a discouraging effect upon the attempt by many agencies to develop and report significant statistics in their annual reports. The following is quoted from a letter received from the superintendent of one of the state's correctional institutions in reply to a questionnaire of this survey:

"Until recently we used to publish several pages of statistics. For 3 years now, Connecticut has published the reports of its agencies in a single volume in which we are allowed about 4 pages and for that reason we have omitted the customary tables."

The Commissioner of Finance and Control has volunteered the opinion that the responsibilities above described represent a specialized and expert function and place a heavy burden of administrative decision upon his Department, involving many considerations and a knowledge of public demand for information for which his department is not adequately staffed or budgeted. He suggests that these responsibilities might be better handled by a separate bureau established for this purpose.

(4) Much of the value of statistical material is lost if it becomes available only after long delay. Delays in the publishing of reports are due to many factors: reliance on secondary sources for information to be included, pressure of agency routine, public appearance and hearings requiring the attention of reporting officers, the necessity of advertising for bids, printing delays, etc. Many types of current data rapidly lose their value unless promptly reported. Interim reports are the only means of capitalizing on

the usefulness of such information. Progress is being made recently in developing such interim reports. Examples are monthly budget reports and construction progress reports by the Comptroller and by the Housing Authority, monthly employment and unemployment reports by the Department of Labor and tri-weekly price reports by the Department of Farms and Markets. Much more could be done in this direction to the benefit of State Government operations and the general public.

(5) In addition to published reports much valuable information is on file in developed or undeveloped form to which access should be available. The lack of any generally available index of such unpublished data is a handicap to both state officers and the public in utilizing this material. The lack of adequate processing and generalization of such data as a matter of agency routine, as has been pointed out above, also prevents its wider use and availability. The time and effort expended in collecting and processing statistical and research data is of little benefit to the state as a whole or to the general public unless the extent and character of the available information is known and potential users can be effectively directed to the proper sources. It is possible that, if more skillful use were made of representative statistical devices in annual reports and textual material were more systematically organized and summarized, these reports could be more succinctly and, from the statistical point of view, more adequately abstracted in the Digest form. Such a publication might serve then in part as a summary index of the detailed material available in agency files.

## 2. SUMMARY OF AGENCY FINDINGS

### a. General Findings

The following sections summarize for the fifty agencies investigated general findings of the Survey based on the extensive information collected in the Survey Unit's files. Limitations of time and space prevent a more detailed analysis. The summaries attempt, however, to give a brief appraisal of the organization, coverage and adequacy of reporting of the statistical activities of each agency studied.

#### (1) Executive. Agencies: 2

The Secretary of State acts as the repository of various documents and statistical records. Certain of these are summarized and published as public documents or are reported to Federal and other state governments. All information is available for inspection or is supplied upon request. By extending the scope of various mandatory informational returns, the office could substantially increase its statistical services. The Secretary has established three divisions: Elections, Corporation, and Publication, each of which collects and supplies statistical information. The Secretary publishes the annual Register and Manual, which contains election statistics and miscellaneous statistics of the towns, state and nation.

The Governor's staff includes a Research Section, which to a considerable extent is employed to conduct or direct special

studies involving problems temporarily engaging the especial attention of the Governor. While this section does not have permanent or statutory status, at the present time it performs a useful and necessary function in coordinating and promoting the statistical work of the various departments in certain directions and in securing source material not provided by the departments.

(2) Fiscal Agencies: 4

Department of Finance and Control. The divisions of Budget, Personnel and Purchasing each develops, or is concerned with, statistics. The personnel and Purchasing divisions produce as a byproduct of their activities statistics of considerable value and general interest. Some of these are transmitted in internal reports; others could be, and formerly were, published more extensively than at present. The Budget division does a limited amount of statistical work in connection with budget making and control, but could employ the statistical function to greater advantage.

The Department from time to time makes cost studies in connection with salary increases, hospitals, and other institutions. This is a field, largely unexploited by the State, which, in the interest of operating economy and efficiency, should be developed by operating as well as fiscal agencies. The Examiner of Administrative Reports edits departmental annual reports to the Governor and publishes the Digest of such reports. Statistical summaries of the Department's own report included in the Digest are very limited.

The Comptroller publishes an annual financial report which contains a number of useful financial statements, but also includes many details lacking general value and interest which result in an unduly large document. A monthly budget report has recently been instituted and is in process of evolution. Monthly progress reports of construction projects are now being made by the Real Assets Division. The office is laboring under great difficulties as to both space and personnel, but with better facilities and more efficient use of tabulating equipment could greatly increase the amount and quality of useful information reported.

The Treasurer reports the receipts and expenditures of the State on a cash basis. Semi-annual reports of investments, market values and yields are published. The development of a statistical and research section is being discussed to handle investment and financing problems and information. The office has no tabulating equipment.

The tax Department has five divisions --Research, Municipal, Excise, Corporation, Sales and Use Tax -- all of which gather and process statistics. The Research division is chiefly occupied with legal problems, tax forecasts and interstate correspondence and does not act as a central bureau for agency-wide coordination



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and development of statistical activities. The Municipal division is concerned largely with auditing the accounts of small towns. It collects municipal financial statistics, but some only on a quadrennial basis, with analysis limited. There is little processing of tax data for their byproduct value, although the potentialities for developing economic information are great. When the sales tax was enacted in 1947, the then commissioner, recognizing the opportunity for collecting useful data beyond the immediate needs of the agency, developed a tax return form to include such data. Present department policy is reported to be adverse to the development of this extra-departmental service in the Sales Tax division and to the development for extra-agency purposes of data available in other divisions. The Department uses tabulating equipment extensively and much information is or could be punched in existing cards and statistically processed without substantial additional expense.

### (3) Agriculture. Agencies: 3

The Department of Farms and Markets has three divisions which independently collect, develop and publish statistics; Livestock, Marketing, and Soil Conservation. An annual farm and livestock census is obtained, together with current production and marketing data by products and marketing areas. The information is published in some detail in annual review bulletins and in part in monthly and tri-weekly releases. Close statistical relations are maintained with Federal and regional crop and market reporting services and with the research and statistical bureaus of various state agencies. These Federal and regional connections serve as processing agents for the Department's raw data and provide systematic tabular summaries of local statistics for use and distribution by the Department. No annual summary report of agricultural experience is published by the Department, except for the limited coverage provided in the Digest.

The Connecticut Agricultural Experiment Station maintains various bureaus of research as well as providing extensive testing services for other agencies and the general public. The Station is one of the few major State agencies for scientific research and is capably staffed. The divisions of Analytical Chemistry, Biochemistry, Forestry, Genetics, Plant Pathology, Soils, and the Tobacco Laboratory carry on research in fertilizers, insecticides, quality and yield of crops, plant growth and pathology, soil productivity, etc. Reports of special studies are published as bulletins. The Digest includes neither the results of such studies nor a listing of such bulletins.

The Storrs Agricultural Experiment Station is operated as a division of the College of Agriculture of the University of Connecticut. It is chiefly concerned with livestock, agronomy and agricultural marketing studies. It cooperates with various state agencies in carrying on more extended and specific research than the agencies can undertake themselves. The Station publishes bulletins on special studies as a public service. The Digest briefly lists the projects and services in which the Station is engaged.

(4) Conservation and Development. Agencies: 6

The Research and Planning Division of the Connecticut Development Commission centralizes all statistical and research work of the Commission and is capably staffed. Because of the nature of the Commission's statutory function, the Division has a fairly comprehensive coverage of the economic activities of the State, and has developed several valuable statistical series. It is frequently utilized by State officials as a means of collecting and organizing general statistics for various State purposes.

The Forest Division of the Park and Forest Commission and the general activities of the Geological and Natural History Survey make significant contributions to the State's factual information. The Water Commission directs and coordinates special studies of the State's water supply and flow by other state and private agencies. Statistical activities of the Shell Fish Commission are limited.

The Board of Fisheries and Game conducts numerous research studies and publishes research and statistical data in special bulletins and in various private periodicals and scientific journals. The biennial report contains extensive statistics of fish and game. Neither the biennial report nor the Digest refers to the special publications and articles by the Commission.

Several of the agencies in the group report the desirability of more comprehensive statistical coverage and inter-agency coordination. The wide range of statistical and other information at present available is very inadequately publicized.

(5) Education. Agencies: 3

The State Board of Education has a Bureau of Research and Planning and, in the Federal-State-Local Bureau, a Statistical unit. The latter centralizes and coordinates all routine statistical work of the Board. The Bureau of Research conducts or directs school surveys in the towns and makes special studies of various education problems. The Board's annual report to the Governor, not separately published, gives many detailed statistics of town school systems. There is only limited over-all statistical generalization. Certain trend comparisons and projections of school population and teaching needs are developed, some of which are included in the Digest. Special studies of the Bureau of Research are separately published.

The State Board of Education of the Blind reports annually with some statistical detail both its problems and its achievements. Especially detailed is a supplementary report on Home Teaching and Field work. Both reports are briefly summarized in the Digest. The Mystic Oral School reports no statistical information regarding its operation.

The University of Connecticut engages in scientific research and statistical studies as part of its activities as an institution of higher education. The Survey has excluded these activities from its review, except as to operations of the Storrs Agricultural Experiment Station described under paragraph (3) above.

(6) Health. Agencies: 3

Activities of the Food and Drug Commission are principally inspection and laboratory testing procedures. Statistics compiled are chiefly records of case load and cost accounting of agency operations. Statistical analysis of field findings is not reported. The Mosquito Control Board collects and reports statistics on town and state costs of preventative services and makes quantitative analysis of the effectiveness of control operations. Neither of these agencies maintains organized statistical and research bureaus.

The Department of Health has 12 field or operating divisions, in each of which specialized statistics are recorded and treated. In addition, certain staff divisions develop limited statistics. The bureaus of Vital Statistics, Cancer and Chronic Diseases, Preventable Disease and Venereal Diseases accumulate the greatest volume of statistics and have the most highly developed statistical techniques and statistical series.

The Director of the Bureau of Vital Statistics has been designated as responsible for coordination of the statistical work of the Department as a whole and to act as technical consultant to all divisions. To a considerable extent, however, the major statistical divisions operate independently since the Director of the Bureau of Vital Statistics is chiefly concerned with that Bureau and has other, non-statistical duties. The Administrative Report presented in the Digest includes but a small portion of the statistical output of the Department. A statistical supplement has been found necessary to continue publication of the statistical sections formerly included in the Department's annual report. The supplement for 1947 is in process of publication and it is intended to continue this procedure and bring such publications up to date.

Personnel of the various bureaus are technically well equipped for their responsibilities and statistical treatment of basic data is generally of a high order. Tabulating equipment is extensive and well utilized and improved centralization of these facilities is being planned. The proper organization of the statistical function within the Department is a major problem only incompletely solved at the present time.

The Department's statistics are utilized by many other State agencies, particularly its intercensal population estimates, which have recently been technically improved. The Department also has extensive relations with the towns, with the Federal Government and with other states.

(7) Highway Agencies: 2

The Highway Department makes effective use of statistics and research in defining its problems, executing its program and measuring and reporting its results. Traffic counts and forecasts are made for Highway and State Police purposes. Although several administrative bureaus are maintained, each with its own statistical and research interests, the Bureau of Highway Planning has come more and more to act as a centralizing and coordinating unit for the function for the entire Department.

Tabulating equipment is used for payroll and other accounting applications and also, in the Bureau of Highway Planning, for statistical purposes. Liaison with Motor Vehicles Department and the Highway Safety Commission is maintained with respect to highway accident statistics,

The Highway Safety Commission collects accident statistics from the Health Department and other State and town agencies and comparative statistics from other states. The Commission analyzes and publishes such data as a part of its safety promotion program. Both agencies formerly reported statistical information more extensively than at present and have found the Digest of Administrative Reports inadequate for this purpose.

(8) Hospitals. Agencies: 10

The Tuberculosis Commission coordinates and summarizes statistics of the five sanatoria under its supervision and reports statistics on X-ray examinations made by the Commission. The Joint Committee on Mental Hospitals is chiefly concerned with the analysis of institutional budgets, costs and population of the mental hospitals and training schools; Fairfield, Connecticut State, Norwich, Southbury and Mansfield. Other statistics are compiled by these mental hospitals and training schools, but are not reported to the Joint Committee. Various reports are made by them individually to the Health and Welfare Departments, the Public Welfare Council, the Governor and the Federal government. Analytical statistics are extensively developed and were formerly published, but are now available only in institution files and internal reports.

The Commission on Care of the Chronically Ill, Aged and Infirm analyzes operations and reports certain statistics of various state and municipal hospitals, particularly the Veterans' Hospital at Rocky Hill. It is closely associated with the Veterans Home and Hospital Commission, which reports analytical statistics only to the Governor. The Commission on Alcoholism reports operational statistics. There is no organizational provision for the coordination and summary of operating and clinical statistics of the State's medical and welfare institutions as a group.

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(9) Housing. Agencies: 1

The Connecticut Housing Authority has recently reorganized its statistical and research activities, centering them in the Program Planning Division which has a Statistical Section. Recent legislation for State financing has broadened the scope and permanence of the State's participation in the housing program. The Planning Division, therefore, in addition to its traditional statistical procedures concerned with housing needs, family incomes and progress of construction projects, which it now reports monthly, plans to maintain cost and other operating statistics of local low-cost and rental housing projects.

(10) Labor. Agencies: 1

The Department of Labor and Factory Inspection administers both Federal-State and State programs. Unemployment Compensation and Employment Service are supported by Federal budget grants; Factory Inspection, Minimum Wage, Apprentice Training, Wage Claims, Mediation, Labor Relations, and the Bureau of Labor Statistics are wholly State supported divisions. Federally supported activities develop statistics in accordance with Federally prescribed procedures. Each of the divisions produces statistics for State use. The Statistical Unit of the Employment Security Division centralizes statistical activities of the Unemployment and Employment Services; the Bureau of Labor Statistics centralizes those of the State supported divisions. Monthly and annual reports consolidate the data developed by these two central units.

Tabulating equipment is installed in the Employment Security Division and is utilized to a moderate extent by the Bureau of Labor Statistics. Much useful data collected by the Department could be further developed and analyzed, by more extensive use of tabulating equipment. Budgetary limitations and problems of internal administration have thus far handicapped expansion of this program.

(11) Police and Corrections. Agencies: 6

a. The State Police Department maintains a Statistical Unit which centralizes and coordinates all statistical activities. Currently statistics reported are chiefly operational and administrative, although the Department collects from the towns fire statistics and, for transmission to the U.S. Department of Justice, crime reports from 20 of the 169 towns. More detailed and analytical studies were formerly published. The scope of currently collected and reported statistics and the analysis of file data are very limited, although 830 manhours per year are reported devoted to statistical work.

b. The correctional institutions have no central administrative statistical organization. The Connecticut State Prison and the Connecticut Reformatory compile population data, but only the Longene School devotes any substantial attention to other statistical studies, although such studies would be of considerable value and

general interest. The Long Lane School compiles and reports analytical statistics of school population mental classifications and other clinical and case study data, as well as detailed operating data. The State Farm for Women and the Connecticut School for Boys formerly reported similar statistics until the adoption of the Digest.

(12) Regulation. Agencies: 6

a. The Motor Vehicles Department maintains a small Statistical Section in The Division of Administration which processes all statistical data of the Department. The annual report included in the Digest contains summaries of statistics of gasoline tax receipts, motor vehicle accidents, inspections and registrations. More detailed statistics are published in an annual supplement and certain statistics, in semi-annual bulletins. Close statistical relations, particularly as to accidents, are maintained with the State Police, the Highway Department and with Federal and State governments and the towns. Tabulating equipment is used for statistical purposes. Statistical responsibilities are increasingly numerous and detailed and the Section has difficulty in maintaining report schedules with existing personnel. Much additional statistical analysis is recognized as desirable, but is impracticable with present facilities.

b. The Department of Aeronautics compiles and reports operational statistics monthly. These include facilities, registrations, accidents by cause and inspections. As a relatively new field of state regulation, expansion of statistical activities is likely.

c. The Insurance Department centralizes statistical activities in the Valuation Division. Such activities are for the most part limited to tabulation and totaling, as mandatory reports of insurance companies include analytical statistics of company operations. Commercial services publish summary and comparative tables, making it unnecessary for the Department to compile such information. Detailed analytical reports of individual companies, without further Departmental analysis, were formerly published by the Department, although such detailed information is of limited general interest, and is available for inspection in departmental files and published company reports. The Departments activities are traditionally actuarial and regulatory and statistics furnished by the companies are considered adequate for these purposes.

d. The Banking Department maintains a statistical division of two individuals. A separately published annual report includes historical charts and excellent summary and analytical tables of banking reports and trends. The condensed report in the Digest omits the most significant and useful of these statistical summaries. The Department believes additional statistical treatment of file data would result in much useful information for public and private purposes if additional facilities were available.

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e. Public Utilities Commission. There are three divisions of the Department which develop statistics: Accounting and Finance, Engineering, and Motor Transport. The Accounting Division coordinates statistics of the Department for the purposes of the annual report, but otherwise these three divisions in general operate independently. Combined statistical output is extensive and in part highly technical. Of the three divisions, the Motor Transport has developed statistical analysis least. The Department has attempted to establish a much needed central research and statistical bureau, but budgetary provision for it has been disallowed by the Budget Bureau.

The separately published annual report is divided into a summary section and a detailed statistical appendix section. While little is attempted in the way of interpretative or trend analysis, both summary and appendix section are designed to present a selective and informative digest of statistical file data.

f. The Liquor Control Commission reports no provision for statistical analysis or reports. The annual report, however, contains comparative statistics of permit distribution by counties and class of permittee.

g. The Milk Administrator has established a small but efficient statistical and Licensing Division under competent direction. The division collects and processes a wide range of statistics, covering demand, production, quality, distribution and price phases of the milk industry. Numerous valuable statistical series and services have been established and are the subject of regularly published annual and monthly reports. The annual administrative report is now published only in the Digest. The Department has statistical relations with various State, town, Federal and other state agencies.

#### (13) Welfare. Agencies: 3

The Department of Welfare maintains three operating divisions which collect and process statistics: Public Assistance, Aid and Collections, and Child Welfare. There is also a central statistical staff unit which summarizes the statistics of the various divisions and of the towns for the purpose of periodic reports. Detailed and analytical monthly statistics of welfare cases by towns are published in a semi-annual bulletin. For example, the number of welfare cases is related percentage-wise to the population of each town. Quarterly typewritten reports by some of the divisions are made to the Federal Government and to regional agencies. Certain projections of future needs are attempted in connection with Federal assistance programs. The Aid and Collections Division receives and tabulates patient population movement data of the various State hospitals. The position of director of the central statistical unit has not been filled for several years. Traditional statistical routines are, however, being continued. Summary statistics are in part reported in the Digest.

The Public Welfare Council has a research division which makes special studies and is in the process of compiling a central institutional registry and a general index of all welfare cases. It compiles and publishes biennially a compilation of welfare laws. The office of

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Secretary-Director, operating separately from the research division, collects data on operations, complaints and inspections of state welfare and correctional institutions. Although the Council acts as a recording, research and inspection center in the welfare field, it does not act as the State's central coordinating and supervisory bureau of statistics for the welfare function as a whole. It is chiefly concerned with the institutional aspect of welfare services.

The Soldiers', Sailors' and Marines' Fund operates independently making disbursements from its funds in aid of veterans. The agency compiles and reports only financial statistics.

(14) Licensing Boards

There are more than twenty licensing and examining Boards established by the State. Registering and licensing procedures in many cases are handled by appropriate departments, such as the Department of Health. In certain regulatory departments, such as the Departments of Aeronautics and Banking, registration and licensing are conducted without the assistance of independent examining boards. All of these boards and bureaus develop statistics of new and existing licensees. The Secretary of State maintains continuous records of the various types of licenses and licensees. Historical analyses of professional trends, per capita availability, etc., are generally not available.

b. Detailed Appendices. The following appendices are attached or are available in the Commission's files.

- (1) Personnel, manhours and salary cost of statistical and research activities as reported by each of the agencies investigated.
- (2) Statistical and research topical coverage, by agencies.
- (3) List of publications, reports and available unpublished data, by agencies.

3. GENERAL CONCLUSIONS

a. We find that, on the whole, the research and statistical activities and services of the State, as at present developed, fall woefully short of meeting the full standards required for efficient administration and well-informed popular control of the State government. The situation, however, varies widely among the several administrative agencies. The adequacy and quality of the statistical function ranges from high stage of development in a few agencies to virtual neglect at the other extreme.



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b. In the majority of agencies, basic operating data are not sufficiently compiled and analyzed to provide measurements of costs and performance and to serve as guides for sound budgeting and planning. A wealth of valuable information, moreover, is collected by various agencies for administrative and regulatory purposes but is left undeveloped and is therefore wasted. There are gaps in the development of essential information. Data that are available, or could be made readily available, in the various agencies, are not developed for extra-agency use by other agencies and the Executive and Legislative Branches. The defects in the State's statistical reporting disclose an inadequate recognition of responsibility to the public. They include ineffectual presentation of data, publication of qualitatively poor and useless data, delays in publication, and unavailability of unpublished data through lack of any central listing or index.

c. These deficiencies in the State's research and statistical activities and services are due, we find, to the following factors:

(1) Inadequate recognition of the statistical function by the Legislature and in the State's budget and report-publication policies.

(2) Failure of some administrators to appreciate the value and use of statistics as a tool of administration, with a consequent failure to develop adequate statistical techniques for efficient agency administration.

(3) Inadequate organizational and budgetary provision for the function in the majority of administrative agencies.

(4) Rigidity of organization and procedures as a result of tradition, divisional budgetary accounting and administrative inertia.

(5) Deficiencies in standards of technical training for personnel assigned to research and statistical work.

(6) Handicaps to the development of statistical standards and a comprehensive, balanced system of statistical information arising from the multiplicity of administrative agencies and a form of government lacking integrated administrative control.

(7) Absence of any coordinating agency to develop standards, avoid duplication of effort and undue burden on respondents, provide advisory, technical and mechanical services and facilitate the extra-agency use of available statistics.

d. This broad generalization of deficiencies in the State's statistical activities, and their causes, should not obscure the fact that a number of the State's agencies engage in research of high

quality and value; that a few of them have research and statistical divisions, with appropriate jurisdiction and competent personnel, producing valuable statistical data; and that the statistical personnel of many others are alert to their statistical potentialities, but are handicapped by budget and publication restrictions. In several instances, a very limited, but efficient, personnel is producing a statistical output that has great administrative and general informational value, far in excess of the small cost involved. However, on an over-all basis, we believe that, in proportion to the salary and publication costs and to the number of State personnel involved, greater returns in useful product could be obtained by more efficient organization, development and coordination of these activities.

e. Full effectiveness of the statistical function in the State's administration is not feasible so long as a multiplicity of agencies exists and there is a lack of centralized administrative authority. It is possible, however, to provide the means of marked improvement within the general framework of the present administrative organization, along lines that would dovetail with, and acquire greater effectiveness under, any streamlining and centralizing of administration that might be undertaken.

f. To place the research and statistical function on a basis of full utility for service to the Executive and Legislative Branches would undoubtedly require a moderate increase over present expenditures for this function. We believe, however, that such a step would provide a means of greater economy and efficiency in general operations, budgeting and planning, which would much more than compensate for the added expense. Economies would also be effected in the wasteful expenditures now required to contend with present inefficiencies of the statistical function.

#### IV. RECOMMENDATIONS

The State's research and statistical activities need to be so organized, developed and directed that they may serve all reasonable requirements, adequately and economically. They should provide the State government and the general public with a well coordinated system of statistical information instead of a disconnected hodgepodge of data of variable quality, quantity and availability. This system should be aligned with the legitimate needs of all consumers and should develop the full by-product value of all statistical data collected by the operating agencies.

To achieve full efficiency and utility such a system must be a part of a well integrated, responsible State administrative organization. We believe, however, that much can be accomplished within the present general framework of administration. Under either set-up, three major improvement objectives could be more nearly achieved than at present, viz., adequate recognition of the practical value of the function, adequate organization and development of statistical activities and effective reporting and accessibility of the State's statistical product.

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1. Organization of the Statistical and Research Function  
Within Operating Departments

a. Within the Present Form of State Government

Pending consolidation of operating agencies by general function or otherwise, substantial improvement in the statistical and research function can be obtained. A desirable step in this direction would be the definite recognition of the function by developing specific bureaus or units to centralize and coordinate the function in each of the fifty or more executive departments in which significant statistical activity does or should exist.

In many agencies such bureaus or units already are established. In others administrative organization of the existing activities and personnel is needed. In small agencies, the designation of some suitable individual as the statistical unit would be sufficient. Such bureaus, units or individuals would, however, serve to centralize, develop and emphasize the function within each department and to provide liaison with similar bureaus or individuals in other agencies.

A more enlightened budgetary policy with regard to the statistical function, both as to personnel and as to publication of statistical information, would permit encouragement of the wide-spread desire of agency statistical personnel for improved procedures and more effective use of existing statistics.

b. Within a Reorganized Form of State Government

Whenever consolidation of related agencies is effected, a distinct, well organized Bureau of Research and Statistics should be provided for within each major Department, as described below. In almost every case, within areas of general function, such a unit

## IV. Recommendations (Cont'd)

already exists which should be developed to serve, directly or indirectly, all statistical interests of the general function of the consolidated department.

## 2. Creation of a Central Office or Bureau of Statistical Services

Within one of the proposed central service agencies, or pending general reorganization as a separate central service agency, there should be established a central office of Bureau of "Statistical Services and Reports" as described below. If this central statistical bureau is established, for purposes of administration, within one of the central service agencies, such central service agency should not include fiscal, budgetary or personnel services, with which the Bureau of Statistical Services and Reports may have occasion to deal "at arms-length". The purpose of such a bureau is not to replace, but to coordinate and supplement the statistical activities of the operating departments.

## 3. Job Classification of Statistical and Research Personnel

Promptly upon the establishment of the Bureau or Office of Statistical Services and Reports, the Director should consult with the Bureau of Personnel to establish an adequate system of job classification for the staff of the various bureaus and units. Such a system should include and perhaps extend the following list of classifications: (1) Statistical Clerk, (2) Statistician, (3) Chief Statistician, (4) Research Statistician, (5) Director of Research and Statistics, (6) Director of Statistical Services, with appropriate classifications to provide for technical positions concerned specifically with research.

## 4. Scope and Responsibilities of Departmental Bureaus of Research

a. The purpose and responsibility of departmental bureaus should be (1) to centralize as far as possible all research and statistical activities of the Department, (2) to organize, supervise and coordinate such activities, if it is found administratively necessary to establish a number of intradepartmental Divisions or functional Bureaus, with specialized statistical sections of their own (3) to provide coordination and liaison between similar Bureaus or Sections in agencies of related function or common statistical interests and with Federal and other Government agencies, in cooperation and consultation with the Director of Statistical Services and Reports, (4) to provide coordination with the Director of Statistical Services and Reports in establishing procedures and services, within the Department which will best serve the statistical and research interests and requirements of the State as a whole.

b. Statistical and research personnel of Departmental Bureaus and Sections should be qualified by training and administrative skill and vision for the particular level of statistical activity and administrative responsibility required of them. Supervisory and

## V. Recommendations (Cont'd)

Executive personnel of the Bureaus should be free of other than research and statistical responsibilities and the administrative duties directly related to such activities. They should be freed as far as possible from direct participation in the routine collection and elementary processing of statistical data. Adequate salaries should be provided to attract and retain the services of competent executives, so as to assure the continuity and development of statistical procedures.

c. It should be the object of the Departmental organization of statistical and research activities to accomplish as much as possible of the State's statistical and research procedures at the departmental level, so as to minimize the amount of actual statistical work of the central Bureau of Statistical Services and Reports. To this end, the departmental Directors, by consultation with the Director of Statistical Services and Reports, should attempt to anticipate the information requirements at the State level by established departmental procedures and statistical series which will facilitate the satisfaction of such requirements as they are presented.

. Organization, Scope and Responsibilities of a Central Bureau of Statistical Services and Reports

a. Organization

A Bureau of Statistical Services and Reports should be established as a division of a Department of Central Services, which might also include divisions concerned with such centralized internal services as purchasing, public works, real assets, etc. The Department should be under the administrative direction of a Commissioner appointed by the Governor. The Bureau should be under the technical direction of a Director. While the Director should be responsible to the Commissioner and the Governor, it is important that continuity of program and policy should be secured by a means that can be provided. For this reason, the location of the Bureau as a division of a more general Department of Central Services, under an appointive Commissioner, would be advantageous and would tend to remove both the Director and the long-term development of the statistical function from too great an exposure to political influences and changes.

The Director should be well qualified technically and as an administrator for his responsibilities as described below. Technically, he should be familiar with and experienced in the various statistical techniques and mechanical methods appropriate to State government operations. The success of the Bureau and of the effective development of the function within the operating agencies will also depend upon the executive and administrative abilities of the Director. His skill in securing the cooperation and professional motivation of departmental statistical personnel will be as important as any statutory authority which may be directly or indirectly provided.

The Bureau should be small and relatively inexpensive. The permanent staff might include a deputy director, an editor and examiner of reports and a small clerical force. Technical consultants might be temporarily employed on a contract basis for special studies

or exceptionally technical problems. Eventual expansion to provide supplementary centralized tabulating services might occur. Otherwise, the Bureau should be kept small and limited as far as possible to service, coordination and the developmental direction of the statistical and reporting activities of the operating departments.

The establishment of such a division, although requiring statutory authorization, should be possible before, or without, general reorganization of the State government. Expansion of the number of other central services allocated to the Department of Central Services could be accomplished gradually or at a later date.

b. Scope and Responsibilities

(1) The purpose and responsibility of the central Bureau should be to coordinate and develop the statistical, research and reporting activities of the Executive Branch, so that they may best serve the administrative and legislative needs of the State and the general public.

(2) Statistical and research activities performed by the Bureau itself should be limited to broad studies involving consolidation and summary of data collected from a number of operating departments or outside statistical sources. To whatever extent possible, preliminary or final statistical investigation and processing of data should be assigned to or provided for in the operating departments.

(3) In order to perform its basic function, the Bureau should be familiar with the statistical and research activities and potentialities of each of the departments and service agencies and with the needs and uses as to statistical information of the Executive and Legislative Branches of the State Government, Federal, Municipal and other government agencies and the general public. For this latter purpose, the assistance of an Advisory Council representing such interests would be of value.

(4) The Bureau should maintain and make available for reference an up-to-date catalog or index of departmental and other State reports and listings of unpublished statistical and research data which are available for inspection or reference. The Bureau should consult with the departments, in an advisory and editorial capacity, as to the preparation and publication of departmental reports. The office of Examiner of Administrative Reports and the responsibility for preparing and publishing the annual digest of administrative reports should be transferred from the Department of Finance and Control to the Bureau of Statistical Services and Reports.

(5) The Bureau should serve as the channel by which the Governor and the Legislature and other state and extra-state agencies may obtain required information or be directed to the proper sources. This channeling of informational inquiries should not operate to

revent direct contact with departmental sources where information is readily available, but should serve to supply guidance when and to the extent needed.

(6) The Bureau should provide technical advice and consultant service to the operating departments and other agencies of the government in connection with problems of statistical techniques and procedures, including the use of mechanical equipment. Central tabulating facilities may prove of service to the various agencies, supplementing or replacing their own.

(7) The Bureau should review with the various departments their budget provisions for statistical and research activities and the publication of departmental reports and should be provided an opportunity to appear before budget-making officers in support and appraisal of the total program represented by such departmental budget provisions and of its own requirements. The objective of such review and representation should be to provide for a balanced and efficient program of statistical and research activity and reports, within the state government, and to insure the continuity of statistical series. Provision should be made in the Bureau's own budget for a special fund from which transfers may be made, with the approval of the Governor, for allocation of funds to the departments to provide for special studies or added statistical responsibilities assigned to the departments by the central bureau during the biennium.

(8) Statutory authority for the creation and operation of the central bureau should be so drawn as to assure the cooperation of the various departments.

## V. PROPOSED STATUTES

1. The drafting of specific statutes to effectuate the proposals recommended above necessarily will involve consideration of the structure and statutory basis of any revised organization of the Executive Branch. The research and statistics survey unit staff cannot, even if it were competent, attempt to draft specific legislation at the present time.

2. Whenever drafting of such legislation becomes feasible, the findings and recommendations of the survey unit suggest that such legislation should provide for the following objectives:

- a. The establishment of a central research and statistical agency as described
- b. Provisions to assure the cooperation of the various departments with the purposes and requirements of the central bureau.
- c. The transfer of the various responsibilities concerning the preparation and publication of administrative departmental reports now assigned to the Department of Finance and Control and to the Comptroller, to the central bureau.
- d. The adequate recognition in the statutes of the research and statistics function as a necessary and proper function of the state government.



Appendix 1

PERSONNEL, ESTIMATED MANHOURS AND SALARY COSTS  
EMPLOYED IN RESEARCH AND STATISTICAL ACTIVITIES  
AS REPORTED BY THE AGENCIES.

encies whose statistical and research activities involve less  
 han 100 manhours per year are designated by # and are not included  
 n the totals.

<u>Agency</u>	<u>No. Full Time</u>	<u>No. Partial time</u>	<u>Manhours Per Year</u>	<u>Applicable Compensation Per Year</u>
<u>EXECUTIVE</u>				
ecretary of State	-	8	1,845	\$2,571
overnor's Staff	-	4	4,853	8,633
Total		12	6,698	\$11,204
<u>FISCAL</u>				
ept. of Finance & Control	-	7	1,500	4,670
omptroller	-	1	240	425
reasurer	-	4	1,397	3,708
ax Department	3	18	2,240	19,625
Total	3	30	12,377	28,428
<u>AGRICULTURE</u>				
ept. of Farms & Markets	-	15	3,154	3,570
orn. Agr. Exper. Station	-	36	68,015	196,920
terrs Agr. Exper. Station	21	35	117,390	194,647
Total	21	86	188,559	395,137
<u>CONSERVATION &amp; DEVELOPMENT</u>				
oard of Fisheries & Game	6	18	25,510	33,861
ark & Forest Commission	-	24	2,900	4,482
hell Fish Commission	#	#	#	#
ater Commission	#	#	#	#
eological & Nat.Hist.Sur.	-	7	3,200	4,000
onn. Development Comm.	4	7	10,745	23,240
Total	10	56	42,355	85,603
<u>EDUCATION</u>				
tate Board of Education	8	70	12,400	23,194
ystic Oral School	#	#	#	#
oard of Education of Blind	#	#	#	#
Total	8	70	12,400	23,194
<u>HEALTH</u>				
epartment of Health	16	7	35,583	55,985
osquito Control Board	#	#	#	#
ood & Drug Commission	-	1	1,255	1,375
Total	16	8	36,838	57,360

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<u>Agency</u>	<u>No. Full Time</u>	<u>No. Partial Time</u>	<u>Manhours Per Year</u>	<u>Applicable Compensation Per Year</u>
<u>HIGHWAYS</u>				
Highway Department	6	84	52,240	\$120,880
Highway Safety Comm.	-	3	910	1,500
Total	6	87	53,150	122,380
<u>HOSPITALS</u>				
Tuberculosis Comm.	2	3	4,212	8,395
Veterans Home & Hosp. Comm.	-	11	3,659	6,542
Comm. on Alcoholism	#	#	#	#
Comm. on Car of Chronic Ill	#	#	#	#
Jt. Committee on Mental Hospitals	-	3	660	1,227
Fairfield State Hospital	-	4	2,184	2,832
Conn. State Hospital	1	-	2,082	2,820
Norwich State Hospital	1	-	2,082	3,300
Southbury Training School	1	18	5,336	8,015
Mansfield Training School	2	2	4,420	6,831
Total	6	41	24,635	39,962
<u>HOUSING</u>				
Conn. Housing Authority	1	2	3,640	8,640
<u>LABOR</u>				
Dept. of Labor & Fac. Insp.	22	33	54,011	82,744
<u>POLICE AND CORRECTIONS</u>				
State Police Dept.	6	2	11,830	13,770
Conn. State Prison	#	#	#	#
Conn. Reformatory	#	#	#	#
State Farm for Women	#	#	#	#
Long Lane School	-	22	1,152	1,656
Conn. School for Boys	#	#	#	#
Total	6	24	12,982	15,426
<u>REGULATION</u>				
Dept. of Motor Vehicles	5	8	15,744	24,240
Dept. of Aeronautics	#	#	#	#
Insurance Dept.	1	10	7,820	11,533
Banking Dept.	2	-	4,020	8,400
Public Utilities Comm.	-	9	4,585	10,280
Liquor Control Comm.	#	#	#	#
Milk Administrator	2	2	4,732	8,160
Total	10	29	36,901	62,613
<u>WELFARE</u>				
Dept. of Welfare	4	20	11,425	22,398
Public Welfare Council	3	2	5,460	10,200
Soldiers', Sailors' & Marines' Fund	#	#	#	#
Total	7	22	16,885	32,598

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	<u>No.</u> <u>Full</u> <u>Time</u>	<u>No.</u> <u>Partial</u> <u>Time</u>	<u>Manhours</u> <u>per</u> <u>Year</u>	<u>Applicable</u> <u>Compensation</u> <u>Per Year</u>
Grand Total	116	500	501,431	\$945,289
Total, less 3 major scientific research agencies: Geological Survey and two Agricultural Experiment Stations	95	422	312,826	\$549,722

Appendix 2

STATISTICAL AND RESEARCH COVERAGE OF FIFTY STATE AGENCIES

Topics listed are not all inclusive, but serve to indicate the general range of agency interest and information. Agencies are grouped by general function.

EXECUTIVE

Secretary of State Authorized capital and number of Conn. corporations and dissolutions. New and total foreign corporations licensed. Licensees of State licensing boards. Election and miscellaneous statistics of state, counties and towns.

Governor's staff Special studies of general problems of the State.

FISCAL

Department of Finance and Control Personnel. Supply and equipment purchases. Budget appropriations, quarterly allocations, expenditures and unexpended balances. Cost analyses of hospital operations. Surplus food distribution. State auto pool mileage. Salary cost projections and interstate comparisons of salary scales.

Comptroller Financial statistics, income and expense, accrual basis. Reconciliation with Treasurer's cash balances. Budget summary, available funds, expenditures, disposition of balances, with agency detail. Public documents published. Property inventories. Construction in progress. Monthly budget comparisons and unappropriated surplus.

Treasurer Cash accounting for receipts, disbursements, balances. Investments by funds, securities held, market value and yield. State debt. Teachers' retirement fund and mortgage delinquencies.

Tax Department Tax estimates, projections and receipts by type of tax and class of taxpayer, excise taxes by products. County and town receipts, expenses, debts, exempt real estate, town grants in lieu of taxes, grand lists and tax rates. Inter-state tax comparisons.

AGRICULTURE

Department of Farms & Markets Soil conservation, farm labor, animal disease statistics: incidence, testing vaccination. Farm products: prices, production, quality, acreage by products, shipments by products, inventories in storage. Dairy cattle census, licensing of slaughter houses, petshops and various animals.

Conn. Agricultural Experiment Station Product testing. Research and bulletins: plant diseases, insecticides, fungicides, hybrid seeds, weeds, pests, fertilizers, soil analysis.

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Storrs Agricultural Experiment Station Research and bulletins: farm management: dairy, poultry, fruit, vegetables. Marketing, animal diseases, genetics, home economics, agronomy, forestry, shrubs, soil conservation.

#### OBSERVATION AND DEVELOPMENT

Board of Fisheries and Game Research on fish and game: biology, breeding, distribution in state, methods of preservation. statistics of catch, kills, takes, stocking, hunters checked.

Park and Forest Commission Park areas and use. Forest fires: extent, cause. Pine and hardwood volume tables, plantations, tree growth under various conditions, weather data.

Shell Fish Commission Acreage of oyster beds by towns. Historical record of success of oyster sets, acreages, etc.

Water Commission Water pollution, river flow and forecasts, ground water surveys, marine borer destruction, dock permits.

Geological and Natural History Survey Botany and biology of Connecticut, geology, mineral resources, topography.

Connecticut Development Commission Industrial costs by areas, available plant space, recreation business and facilities, business trends by industries, distribution of labor force, Connecticut business index, annual estimate of total value of manufactured product, foreign experts from Connecticut, special industry studies, market research, mining, electric energy production, department store sales, building permits and construction contract awards, employment, wages new incorporations, bank debits, carloadings, population trends.

#### EDUCATION

State Board of Education Educational expenditures, total state income estimates, current and projected school enrollment. State and Federal aid. Number and salaries of teachers and school facilities by towns, attendance records, school debts, pupil transportation costs, vocational and rehabilitation training statistics.

Mystic Oral School Attendance, Acreage, finances.

Board of Education of Blind Attendance at School for Blind, cause of blindness, attendance at colleges, sales receipts from industries of the blind. Results of vocational rehabilitation. Census of employed blind. Home teaching and field work data by towns.

#### HEALTH

Department of Health vital Statistics. Intercensal population estimates, incidence of reportable and preventable diseases, venereal disease by towns, sex, treatment, occupation, etc. Dental defect rates for children. Data on crippled children, cancer, sewage disposal, public water supply. Industrial and mental hygiene.

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Mosquito Control Board Salt Marsh drainage costs and acreage. Cost and results of aerial spraying.

Food and Drug Commission Inspections, embargoes, seizures, repairs ordered, condemnations, etc., for foods, food plants, drugs, cosmetics, Weights and measures.

#### HIGHWAYS

Highway Department Maintenance costs and road life by pavement type: mileage by road class. Traffic volumes, toll and tax returns, finances, highway debt, design standards, construction progress, planning studies, material inspection and experimental studies. Motor Vehicle fees and gasoline tax receipts. Motor vehicle and pedestrian accidents from point of view of road hazards.

Highway Safety Commission Motor vehicle, pedestrian and other violent death accident records, state and interstate, by location, towns, sex, road conditions, time of day, etc.

#### HOSPITALS

Tuberculosis Commission Statistics for five state sanatoria: population by age, race, stage on admission, discharges, transfers, X-ray examinations, nursing, pathology, treatment. Statistics of out-patient clinics, private sanatoria, veterans' administration, towns, public X-ray services. Research on use of streptomycin.

Veterans Home and Hospital Commission Population by war service, age, residence, Aid to dependents. Clinical statistics Necrology.

Joint Committee on Mental Hospitals Population, capacity, types of treatment, unit food costs, separations by causes.

Commission on Alcoholism Clinical statistics.

Mental Hospitals and Schools: Fairfield Connecticut State, Norwich, Southbury, Mansfield. Population data by age, diagnosis, race, economic status and educational background on admission. Length of residence when discharged, by disease. Necrology: causes, age and duration of hospitalization at time of death. Types of treatment. Clinical statistics, vocational activities and products.

#### HOUSING

Connecticut Housing Authority Housing needs, family incomes, status of funds allocated. Project progress reports: construction progress, occupancy, private construction starts. As projects are completed, data on maintenance costs, tenant turnover, rentals, sales, etc.

#### LABOR

Department of Labor and Factory Inspection Industrial accident rates by industry and type of injury. Cost of living index, minimum

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Budgets. Strikes, issues, manhours lost, mediation. Apprentice training by industries. Average hourly and weekly earning and work hours per week. Factory inspections, permits, corrective orders. New and total manufacturing plants registered. Minimum wages: orders, violations. Employment and unemployment in "covered" industries by area and industry. Placements, area labor supply, special statistics on veterans. Unemployment insurance benefits: number, amount, durations, exhaustions. Employers' experience ratings by industrial groups, and size of payroll.

#### POLICE AND CORRECTIONS

State Police Department Criminal arrests, investigations, value of stolen cars and other stolen property recovered, auto accidents investigated, miscellaneous services, theater inspections, permits issue for theaters, fairs, auto races, advertising signs, electricians, auctioneers, junk dealers, private detectives, bondsmen, explosives and weapons. Motor vehicle arrests by violations. Finger print identifications. Fugitives, missing persons. Crime statistics by towns without organized police forces. Fire statistics by towns.

Correctional Institutions. Conn. State Prison. Conn. Reformatory Long Lane School, State Farm for Women, Conn. School for Boys, populations, clinical and case study data. Classification by offense.

#### REGULATION

Department of Motor Vehicles Registrations and operators' licenses, gasoline and motor fuel gallonage and taxes, total mileage given. Motor vehicle and pedestrian accidents, by town, type., location, time of day, month, property damage, injuries, fatalities, penalties. Violations of regulations and laws by type and penalty. Motor vehicle inspections and defects found.

Department of Aeronautics Facilities, registrations, accidents by cause, aircraft inspections and pilot examinations.

Insurance Department Insurance company annual financial statements, investments, loss and expense ratios, business in force, taxes on premiums, teachers' retirement system, number of companies licensed, by type.

Banking Department Bank statements, balance sheet and profit and loss analysis. Dividends and interest rates. Composite statements for various types of banks with 40 year comparisons. Number and analysis of accounts by size. Capital changes. Savings bank life insurance statistics, Closed bank data. Number of investment brokers, dealers, salesmen and counsel registered.

Public Utilities Commission Financial, operating equipment, customer, rate and accident statistics of electric, gas, railroad, motor carrier, telegraph, telephone, water, street railway and bus utilities. Data by individual companies and in composite summaries by type of utility, publically and privately owned. Technical

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operating studies, capacity, peak loads, fuel use and inventories; meter testing, rural electrification, unserved areas, comparative rates by typical blocks of monthly use.

Liquor Control Commission Number and location of permittees by types of business. License suspensions and cancellations.

Milk Administrator Statistical series maintained on milk and milk product production, distribution, butterfat tests, prices, sales value and dealer count. Other statistics include production costs, grain prices, cow prices, farm labor, farm real estate values, cost of living indices, comparative wage scales, various general business indicators, interstate milk data. Incentive payments and statistics required to determine same.

#### WELFARE

Department of Welfare Child Welfare aid by sex, age, county, type of care, adoptions, institutions. Collections and population movements in state hospitals, training schools and county homes. Indian funds. Public assistance by towns, amounts paid, number of cases, visits, reasons for aid, class of recipient and types of aid.

Public Welfare Council Special studies. Patient charges in State institutions. Neglected and delinquent children. Emergency commitments to mental hospitals. Registry of welfare institutions and populations. Index of welfare cases by towns.

Soldiers' Sailors' and Marines' Fund Financial statistics by types of aid and sources of funds.



